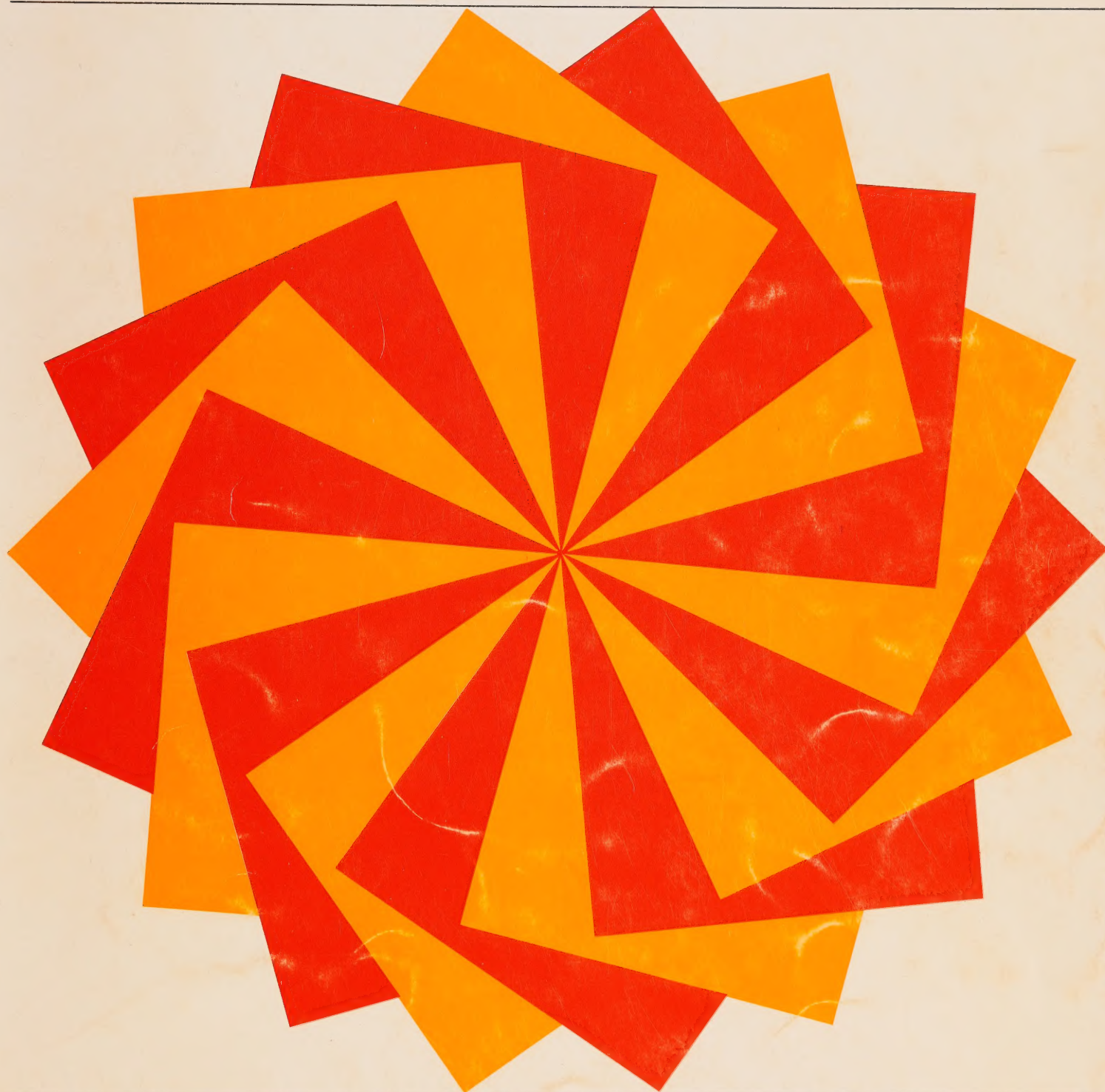


Task Force on
Community and Social Services
June, 1973

Report on Ministry Organization Structure



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INTRODUCTION

Our reports on goal and objectives and on role and capabilities outline what we think the Ministry should be striving for, the way it should go about reaching its ends and the skills it will require. This report deals with the organization structure of the Ministry, or the way in which the necessary skills are put together to do the job.

To organize is to divide work. An organization structure cannot ensure that work will be done well or even at all. A good structure can facilitate the performance of work, an inappropriate one can hinder it. It is often said that the right people can be effective no matter what the organizational arrangements and that the wrong people can make a hash out of even the most sublime structure. This is probably so. Leadership, staffing and style are in the end probably more crucial than the organizational design. Nonetheless, the way work is divided, the grouping and allocating of responsibilities and authority, and the way both formal and informal relationships are thereby influenced have such an important effect on efficiency that organizational design merits careful attention indeed.

Reports like this one tend to have a negative and deprecating tone when describing the existing arrangements. This tendency is probably the natural result of the first premise of the study: that something is wrong and needs improving. Thus the reports concentrate on the weaknesses of the system and leave the impression that disaster is certain and imminent if the changes proposed are not implemented immediately. In the hope of mitigating this effect to some degree, we offer a few general observations before directing attention to specific suggestions for organizational change.

Perhaps the single most important criterion by which a governmental organization can be judged is the degree and nature of attention it receives from opposition members in the Legislature. The Ministry fares quite well in this regard. In the main, the Minister and his predecessors have escaped criticism for the manner in which their programs are administered and for the organizational arrangements of the civil servants. It is the policies of the Ministry rather than its operations that seem to attract political criticism.

We consider that the current organization of the Ministry fulfills in the main the expectations of its original architects. The present structure could be characterized as conforming to an "isolated box" pattern, where individual branches have specific sets of program responsibilities and where there is a very minimum of machinery for coordination and integration of effort. Though the current organization creates difficulties, a number of imaginative, flexible people in the system have been able to perform their role with considerable effectiveness. Over time, however, there has been a shift in the expectations of Ministry staff and of others about the role of the Ministry, a shift which has not been satisfactorily accommodated by the organizational arrangements. The proposals we make in previous reports concerning the goal and role of the Ministry pose a fundamental reorientation, a significantly different *raison d'être* for the Ministry. It is in the light of this new mandate that we discuss the organization structure, not in the light of the expectations and role of the system as it exists today. In addition, we are suggesting a significantly different style of management that will be more appropriate to the new role.

In this report we discuss the general characteristics we think the organization of the Ministry should display, and make a brief assessment of the present organization in light of those characteristics. We then turn to make specific proposals for the future organization structure of the Ministry and the manner in which the structure should be used.

ORGANIZATIONAL CHARACTERISTICS REQUIRED TO FULFILL MINISTRY
ROLE

The suggested new role of the Ministry has a number of organizational implications that should be identified at this point. In this section we point out the characteristics that the organization structure must have if it is to facilitate the achievement of the goal in the manner we suggest is appropriate.

The future role of the Ministry as we have described it suggests that the Ministry has two different types of output:

- policy initiatives and contributions; and
- the programs and services delivered by it and its agents.

It is through the effective discharge of its responsibilities in regard to these two outputs that the Ministry makes its contribution to the attainment of the goal and objectives. All the work the Ministry does that is not a specific part of these two outputs is support, and should be organized and directed in such a way as to increase the effectiveness of the two outputs. Thus there are two functional systems, policy and delivery, whose requirements will determine the design of the third function, support. In adopting this approach to thinking about organization, we consider that the Ministry's own delivery function includes the support, guidance and control it contributes to agencies under its aegis as well as the programs it actually administers itself. The support function is conceived to be comprised of such technical back-up as program design, analysis and development of delivery and policy alternatives, and provision of the financial, personnel, research and similar support.

The Policy Function

Clearly the Ministry must have a structure that facilitates policy development and analysis, a role we suggest be strengthened in the future. It must allow for an effective information gathering capability to ensure that it is alive to developments in the rest of the Ontario government and elsewhere. It must incorporate a mechanism for seeing to it that those matters affecting the Ministry goal are understood and spoken to by the Ministry. If a trite analogy may be permitted, the Ministry requires a good head, with eyes, ears, nose and mouth, all connected to an adequate brain. The point we want to emphasize here is not just the need for appropriate mechanisms for this policy function, (which could well be said to be required of all organizations), but the considerably increased importance of the function given the proposed new role.

In our view the current organizational arrangements are not suited to the effective performance of the new policy role. In the Ministry at present, policy analysis and development rests primarily on the shoulders of program managers - the branch directors and their staffs. Three problems arise in this regard. First, since the mandate of each director is no broader than the programs of the branch there is nowhere an appropriate responsibility centre for the consideration of matters that, though of vital importance regarding the Ministry goal, fall outside the specific programs of the Ministry. Similarly there is no focus for the information gathering function and no unit that could appropriately be given such a mandate.

Second, the current organization inhibits the coordination of policy development. Because the work is done by people whose terms of reference are perceived to be confined to the mandate of a single branch, integration of different concerns and perceptions that have a bearing on a policy is discouraged. The result is that policy initiatives have characteristically been of an incremental, piecemeal, isolated nature.

The third problem raised by the current organization is that the people who have the initial responsibility for policy development are also responsible for program execution. While this arrangement has the advantage of helping to ensure that policy proposals have a sound footing in reality, it presents offsetting disadvantages. That policy development and planning are relegated to lower priority than making operating decisions on ongoing programs is a truism. That this in fact is the situation in the Ministry has been borne out in many discussions we and our staff have had with directors. The importance of the policy function of the Ministry in the future requires that it is supported by people who are able to devote more time to it than can be found in the odd quiet hour between program crises.

Policy making in the Ministry has traditionally been primarily an in-house operation. Certainly many of the program branches have close and effective working relationships with their "client" groups and agencies and are responsive in varying degrees to the suggestions and aspirations of those groups. The Ministry could benefit substantially if it could avail itself of the knowledge, expertise and creative imagination of people in the system outside the Ministry. Similarly, we think that as yet the Ministry has not fully exploited the opportunities afforded by the restructuring of the government and the creation of the Policy Fields. In our view the time has now come to provide a more formalized mechanism to tap the skill and resources of people outside the Ministry itself in the policy development process.

The Delivery Function

It should be clear from our report on the Ministry role that the individual thrusts of specific programs delivered by the Ministry and its agents are often inter-related and frequently contribute to the attainment of more than one of the objectives that are components of the Ministry goal. In the role paper we mention too the need for Ministry programs to be flexible enough to take into account the differing circumstances, priorities and resources of different parts of the province.

From the foregoing we conclude that the operational end of the Ministry should have certain characteristics. It should be such that the coordination and, where appropriate, integration of programs is possible at the point of delivery. It should allow local factors to influence program emphasis and mix. Recognizing that all the Ministry's programs are directed to the attainment of a single goal, and that a coordinated, continuous spectrum of programs and facilities is required for this purpose, the delivery system should allow for a recognizable, single Ministry presence throughout the province. Because there is such a large number of groups and agencies on whom the Ministry is dependent for the attainment of its objectives, the advice and support that those agencies need should be close to hand, available and adequate. In order to play the role we suggest in local social planning and to be able to participate effectively in the implementation of the results of that planning, the local Ministry representatives must have a significant degree of authority in the allocation of resources and in the program decisions in the geographic areas for which they are responsible. In brief, what we think is necessary for an effective attack on the Ministry goal is a delivery system that is significantly integrated and decentralized. There must be an ability to meld all the resources available to the Ministry and the system for which it is responsible into a single, cohesive program tailored to the specific requirements of a geographic area.

The current organization does not have these characteristics; present arrangements are typically fragmented and centralized. Although recent changes have been made to give a broader range of programs to be delivered by the Field Services Branch, the existing pattern is essentially that each program branch has its own field staff. Some branches have no staff located outside Queen's Park at all, even though their programs have a specific impact in localities all across the province. As a result, there is at present no mechanism through which the overall conditions of a specific geographic area can be looked at and responded to in a concerted manner. Important initiatives taken by one branch in an area may be developed and executed entirely without the knowledge of other Ministry officials in that area. In addition, because the field staff often have very little real authority or influence on priorities, and because some branches have no staff outside Toronto at all, many local groups and agencies have been forced to deal directly with Queen's Park despite the obvious disadvantages this creates for them. This is true not only for issues in which decisions such as funding are involved, but often also for advice and interpretation.

Some of these problems might well be overcome by a change in management style whereby a more open sharing of information and greater consultation is effected. Other difficulties might be mitigated by providing for a greater delegation of authority to the field. These steps alone, however, even if they were accomplished successfully, would not provide for a consolidated Ministry presence, nor would they allow for that kind of flexibility in program emphasis that we think is required.

The Support Function

One of the characteristics we think important for the support function is a high level of technical competence. This competence will be required in a large number of disciplines, some related to the specific interests of the Ministry, others to modern management generally. Developing useful evaluation criteria and devising ways of integrating them into a flexible program delivery system, for example, will require a constellation of specialties working in close cooperation towards a single end. To the extent possible the expertise will be drawn together for specific projects from various parts of the Ministry, and from outside.

Another characteristic essential for the support function is that the personnel assigned to this area be as flexible and integrated as possible. Organizationally, the groupings should be as broad as can be in order to avoid the many problems associated with narrow programmatic terms of reference. Alternative ways of achieving a policy objective are unlikely to be broad, imaginative and comprehensive if developed by a unit concerned with a narrow program focus.

Ideally the terms of reference of the units responsible for the function should not include responsibility for specific program delivery or policy output. To the extent that the managers in the design and support area are free of responsibility for delivery, they can avoid the distractions of pressing operating concerns as well as the inevitable commitment to a particular program. In terms of policy development and analysis, we think that the support people should be heavily involved in the work done in this area. They should not, however, carry the responsibility for the initiation, coordination and actual results. We perceive the policy function, one of the two

outputs, as being so wide in scope and important that responsibility for it should be assigned outside the support area.

The present organization of the Ministry has a number of characteristics that run counter to those we look for in the support area. Currently the administrative support units are dispersed, reporting as they do to two different executives, and fragmented into a large number of branches. Similarly the program design function is a part of the responsibility of each operating branch, with executive directors charged with the coordinating responsibility. In this task the executive directors are hampered by lack of time and staff and a division of programs that ignores the many close inter-relationships that exist. Thus the present organization tends to foster program development in isolation and under pressure of operating imperatives. It provides, through the Senior Management Committee, a vehicle for integration and conflict resolution, but this is available only after the initial developmental work has been done and a considerable investment has already been made in proposals. Because the administrative support services are separated from the program design structure, the expertise of the former is available to the latter only on a catch-as-catch-can basis. While it is true that in certain instances informal arrangements have overcome some of this difficulty, the point we emphasize is that the structure itself does little to help.

Management Style

Before turning to outline our specific suggestions for structure, we would like to make a brief comment on management style. In our report on role and capabilities we address this subject both directly and by inference. Here we would like to do no more than emphasize the importance of what was said in that report. The structure we propose will not be fully effective unless it is accompanied by an appropriate way of using it. Without trust, delegation and integration will be incomplete with concomitant loss in benefits. A sense of common objectives is vital to the kind of cooperation we think is imperative. People in the Ministry will, in our proposed structure, be asked to play different roles at different times. This calls for a flexibility on the part of management and staff and an ability to distinguish clearly the significance, nature and limits of the different roles. We ask that the organizational proposals that follow be considered in the light of the management style we urge.

PROPOSED ORGANIZATION OF THE DELIVERY SYSTEM

A previous section of this report outlines the characteristics we think are appropriate for the delivery system of the Ministry. This section describes the actual organization we propose and discusses some of the relationships it will have to other parts of the system. We start with a description of the field organization and then pass to a discussion of the role and structure of head office for delivery.

The main body of this report describes the responsibilities of the proposed units in general terms. More detailed terms of reference are included in the appendix.

Field Organization

As mentioned previously, we look to a field organization that will allow for decentralization of decision-making, coordination and integration of Ministry programs into a concerted thrust at the local level, and a single Ministry presence in the field. The field organization must also be capable of supporting and monitoring the groups and agencies that form part of the broader community and social service system, as well as integrating its own efforts with those of other organizations whose work has an influence on the attainment of the Ministry goal.

From the foregoing we conclude that as much decision-making concerning operations as is feasible should be done in the field, not in Queen's Park. Head office should have a primarily supporting role and be involved in decisions only where certain criteria apply. We think it inappropriate to decentralize decisions to the field in the following instances:

- where the requirement for province-wide uniformity over-rides the convenience, speed and flexibility made possible by decentralization;
- where economy of administration (arising usually from technology or the necessity for great technical competence for a small number of decisions) suggests that decentralization would be unduly costly;
- where political sensitivity or pressure necessitates the insulation of field staff or the direct involvement of close advisors to the Minister;
- where central agency (Management Board, Civil Service Commission, Ministry of Government Services) requirements are such that delegation is currently not feasible; or
- where the decision is of a province-wide or Ministry-wide nature affecting all regions or dealing with an organization or aspect of a program that is not specific to the regions.

In all other instances the authority to make decisions should be vested in the staff of the Ministry in the field offices.

We propose that for purposes of program delivery the province be divided into a number of regions, each of which is a size that is:

- large enough to warrant the staffing of the offices by people with technical expertise in the Ministry's own programs and with the ability to advise, support and monitor the operation of groups and agencies falling under the Ministry's ambit;

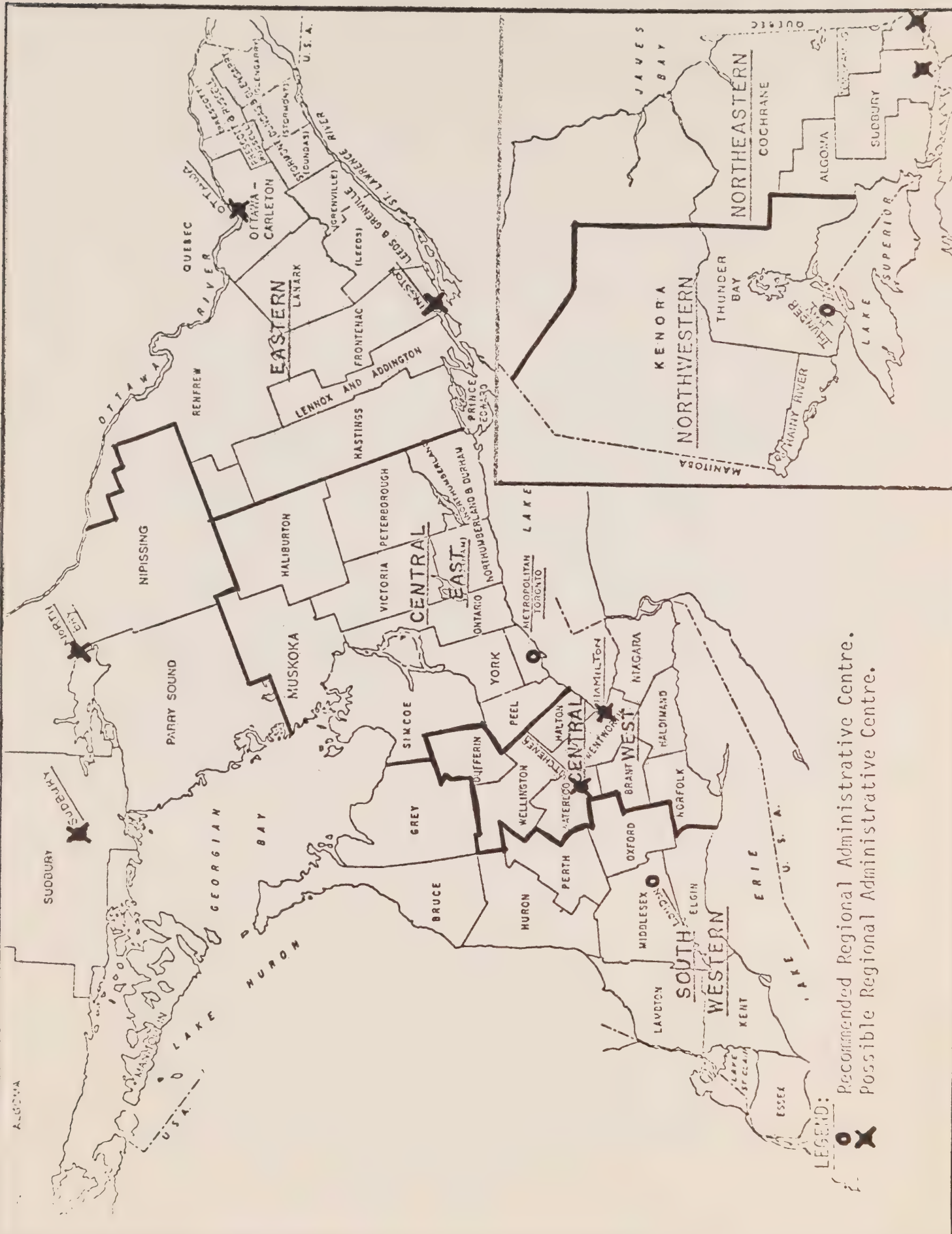
- large enough to allow for the decentralization of administrative support functions;
- large enough to warrant the appointment of an official with sufficient status to speak for, and be understood to speak for the Ministry in the region; and
- small enough to allow regional officials to be conversant with the specific peculiarities, needs and resources of the region.

The Interministerial Task Force on Decentralization sponsored by Management Board has done a great deal of work on this subject and suggests the division of the province into six administrative regions. The Ministry's own field organization should be compatible with the recommendations of that Task Force. Our own analysis of this question, which is not as yet complete, suggests that five of the six proposed regions may be appropriate with the sixth divided into two to make a total of seven regions for Community and Social Services. For purposes of this report, however, the exact number of regions is not vital. What is important is that they display the characteristics listed above. (See map - page 15)

District Offices

The regional office will be the operations control centre of Ministry programs for the area. Within each region will be a number of district offices responsible for much of the actual delivery of services. The district offices will undoubtedly include most of the existing field

ADMINISTRATIVE REGIONS AND REGIONAL ADMINISTRATIVE CENTRES
AS PROPOSED BY MANAGEMENT BOARD TASK FORCE ON DECENTRALIZATION



offices of the Ministry, supplemented where necessary by others to ensure an equitable distribution of service throughout the regions. We do not anticipate that each district office will be staffed to provide the same range of services as every other. In our view it is important that the design of the overall system be flexible enough to allow for variation according to need and priorities. Thus in some regions a particular service may be provided from the regional office while in others it may be performed from the district offices. The allocation of these functions is an important part of the job of the senior Ministry official in the region. It may be that sub-regional groupings of districts will be desirable for some functions.

Certain functions, however, will be common to all district offices. Whatever responsibility for income maintenance rests with Ministry officials in the field will be performed by staff of the districts. Indeed, except for those decisions for which the conditions outlined on page 13 apply, all direct clients of the Ministry will receive service from district offices. A responsibility for effective involvement in local communities, their needs and aspirations, implies that much of the field work of what is currently the Community Services Division will be provided from the districts.

All Ministry staff in the district fall under the supervision of the district manager. He (or she) is responsible for working out, in consultation with his staff, the operational program objectives of the area, and for allocating the resources available in the most effective manner. Each district manager will be responsible for determining the degree to which his staff is specialized and for optimizing the use made of the skills available.*

* As may be deduced from our comments on organization, we are not adherents to the currently fashionable doctrine of complete separation of income maintenance and service. Most readers will be familiar with the

While the district manager will be responsible for allocation of work and managerial supervision, he will not be expected to provide the expert advice or guidance on the technical aspects of all the programs. Technical functional support of this type will be provided either by the regional office or from a support unit in Queen's Park. The district manager will be expected to deal with many of the groups and agencies in his area on operational matters and to lead the Ministry's contribution to local social planning. He will also be expected to contribute to the policy and planning process at the regional level. Chart #1 suggests the functional organization of a typical district office. (Page 18)

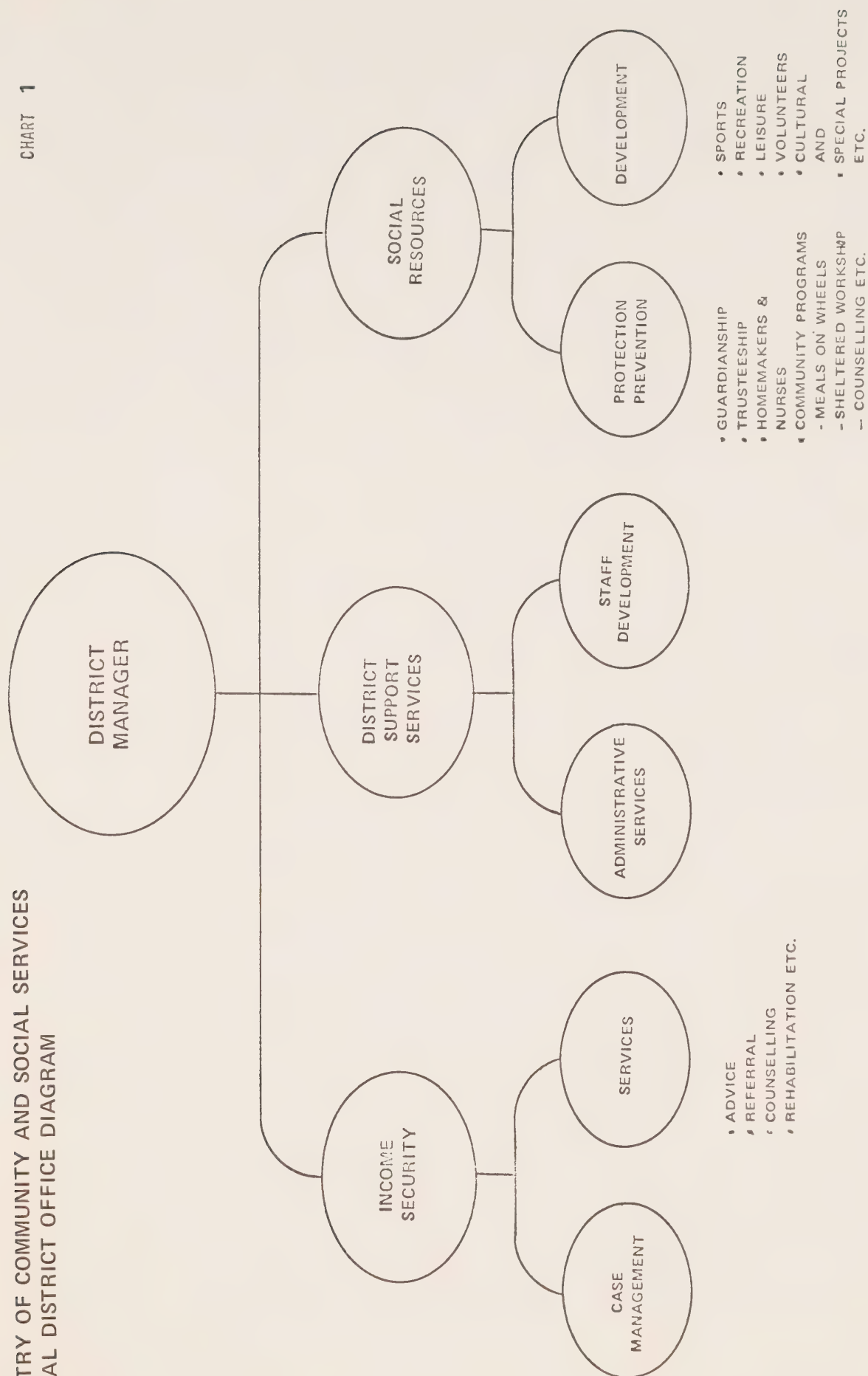
Regional Offices

Each district manager is accountable to the senior ministry official in the region. This official might be called the regional director. His responsibilities are considerably broader than just coordination, though this will be an important function. His office is the senior responsibility centre of the Ministry in the region. For instance, the regional office will be responsible for the

arguments on both sides of this issue and we do not intend to repeat them here. In our view the arguments in favour of separation are insufficiently strong simultaneously to overcome the arguments to the contrary and to justify the establishment of an entirely separate administration. Changes in income maintenance programs and the levels of government responsibility for them, along with the possibilities and imperatives of technology, are more important determinants of administration than the undemonstrable advantages of separation. As a corollary, we think it important for the Ministry and its agents to take the maximum advantage of the opportunities provided by the flexibility of the organization we propose.

MINISTRY OF COMMUNITY AND SOCIAL SERVICES
TYPICAL DISTRICT OFFICE DIAGRAM

CHART 1



great majority of the inspection, advice, supervision, direction and funding given to the agencies and groups of the system, currently performed by the branch offices at Queen's Park. Operating decisions now made by branches will be made at the regional office. Recommendations for funding and requisitions for payment will be made by the regional office with at least the same authority as they now are made by the branches. The office will be responsible for setting regional objectives and monitoring the effectiveness of Ministry operations in that area. It will also be the focal point for establishing the necessary operating coordinative links with other provincial government operations and with other governments and agencies.

The regional director, then, will have a considerable responsibility for management and administration. He will have to prepare and oversee the budget for his region and perform all the other administrative functions of a senior manager within overall government and Ministry guidelines. In addition to his operational role, the director will be expected to contribute to Ministerial policy development and priority setting when called upon to do so.

To fulfill his responsibilities, the regional director will require a considerable amount of expert program support. He will, for example, require management, income security, alternative care, prevention, protection and development expertise. His should be the office to which municipalities look for specialized assistance and direction. The degree to which this expertise is located directly in the regional office or in one or more district offices should be determined by the regional director. Within the guidelines set down for programs and for administration, the director should have the authority to organize his resources in the region in the manner he deems most effective for the attainment of the objectives. Accordingly we do not

anticipate an overnight implementation of the revised organization. Rather the regional directors, once appointed, should be given an adequate period of time to analyse the needs of the area for which they are responsible and to prepare plans for meeting them. For a variety of reasons, including legislation, regulations, availability of expertise, etc., some programs will be more difficult to decentralize than others. We see no reason to delay the beginning of the process until all is ready. Indeed, there are some advantages to staging the decentralization piecemeal, program by program, over a period of months.

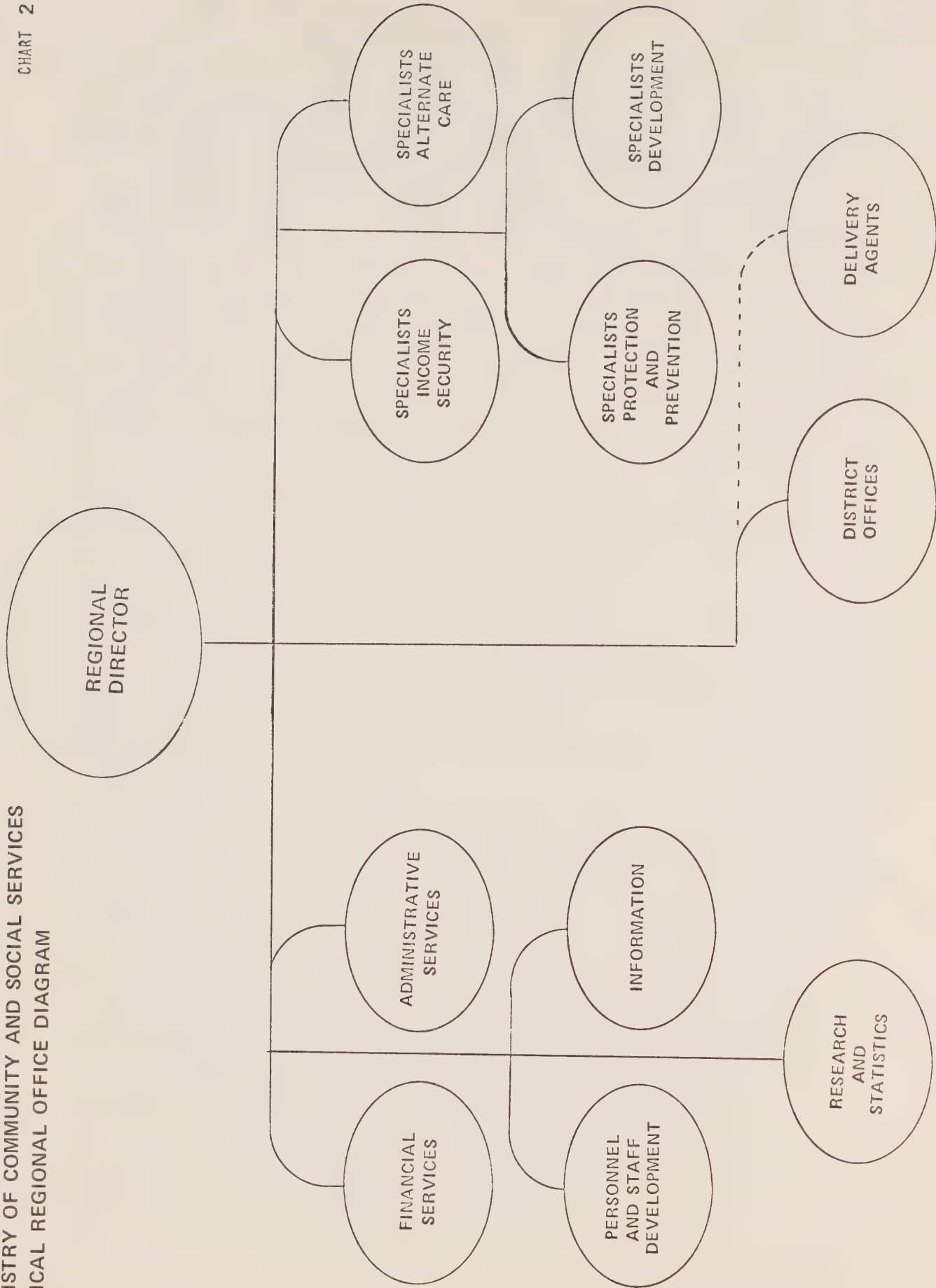
In Chart #2 we outline the sort of organization that might typify a regional office. (Page 21)

Head Office Organization for Delivery

The head office support, supervision and control of the field operation is to be provided by the chief of program delivery. The incumbent of this position is responsible for putting into operation the programs that are expressions of Ministry policy. Since the regional directors report to him, he is responsible for all field activities of the Ministry. In regard to the regional directors the chief of program delivery has a number of responsibilities. He must see that they meet policy and program requirements and have the resources, information and authority to do so. He must also ensure that they have appropriate influence on the policy, program and management decisions of the Ministry. The chief is the key link between the field and the head office policy and design and support areas. As such, a major responsibility will be the operation of appropriate monitoring, information and communications systems.

MINISTRY OF
MINISTRY OF COMMUNITY AND SOCIAL SERVICES
TYPICAL REGIONAL OFFICE DIAGRAM

CHART 2



In addition to responsibility for the field operations, the chief of program delivery will have charge of a small number of special offices that operate some of the programs that, because of special characteristics outlined above, cannot appropriately be decentralized. Not all centralized program activities will fall directly in this office, as will be explained in a subsequent section of this report. The programs falling to the office of the chief of program delivery will include those that have a predominantly operational content, as opposed to policy content, and those that have a considerable impact on various communities throughout the province and can therefore benefit from contact with the field organization.

One program reporting to the chief of program delivery is income security. As long as the basic pattern of the income security system remains as it now is, we think the Ministry should move to an integrated system utilizing computer terminals in the district offices. The terminals would be connected to a central computer so that changes of address and of most circumstances affecting the amount of an allowance could be fed in directly by the district office. District input would thus initiate central computer calculations. This district function we call case management. It should be accompanied by a case service component including advice, referral, budgetting or other counselling or trusteeship as appropriate. We suggest that the determination of initial eligibility and of termination of an allowance continue on a central basis. Certain special decisions such as business income or major repairs and alterations may best lend themselves to regional determination or could continue centrally. Such an allocation of responsibilities should assure the necessary degree of province-wide uniformity while gaining the advantages of modern technology and local presence.

The present separate system for administering vocational rehabilitation training allowances should be abolished. We suggest that these payments are part of the

Ministry's income security system, which should be flexible enough to allow supplementation of basic living allowances for those on training programs.

Several other programs will operate from the office of the chief of program delivery. One of these is a provincial adoption office that would take responsibility for coordinating all adoption matters throughout Ontario. This would include the collection and dissemination of data on crown wards, and assumption of provincial responsibility for matters regarding national and international adoption. In short, this is to comprise the provincial government's responsibility centre for adoptions.

In addition to the direct centralized programs, the chief of program delivery will require certain financial, information and communications as well as clerical support. Certain professional services, such as the architectural expertise necessary for vetting building specifications and plans, will be required in the office to supplement the program approvals submitted from the field.

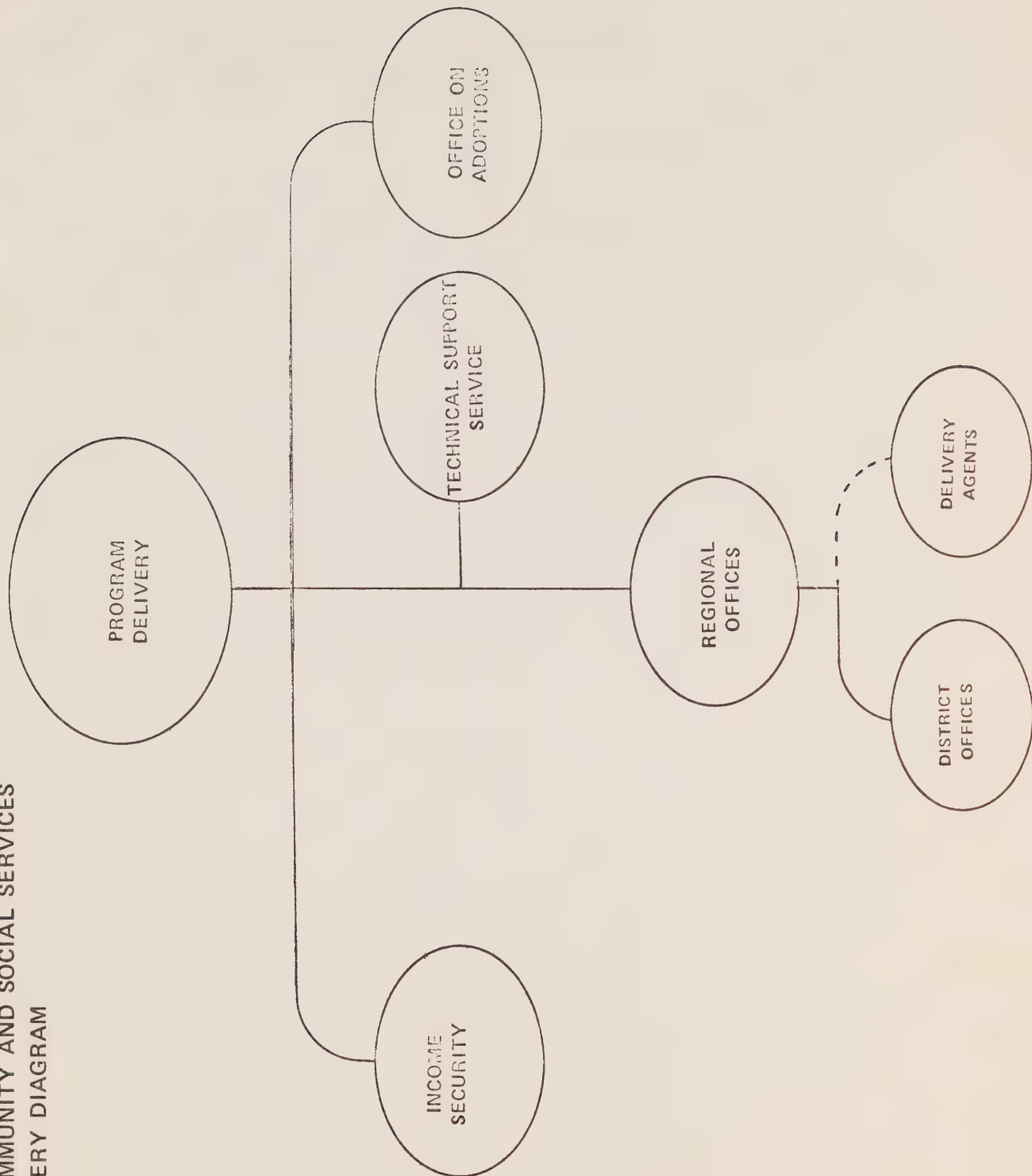
At this point we would like to stress the importance of the position of chief of program delivery as visualized in our proposed organization. The incumbent is a senior Ministry official, probably with Assistant Deputy Minister status, who will be expected to play a leading role in all major policy, program and operational decisions. He must be capable of transmitting information and interpreting ideas and issues in a variety of directions. He is chairman of the regional directors committee but must be prepared to delegate a very large degree of real authority to the field. He must be able to lead, inspire and arbitrate. He will play a major role in the allocation of financial and human resources to the regions, and in the assessment of effectiveness. In addition, he will be responsible for the

effective operation of the provincial programs that are operated centrally from his office. Because of the very onerous responsibilities and demands on his time that will result from his involvement with the field organization, it will be imperative that the centralized programs operated from his office be organized in such a way as to call for an absolute minimum of attention to them on his part. It is a position of vital importance to the Ministry.

Chart #3 shows the overall organization of the proposed program delivery system of the Ministry.

MINISTRY OF COMMUNITY AND SOCIAL SERVICES
PROGRAM DELIVERY DIAGRAM

CHART 3



PROPOSED ORGANIZATION FOR DESIGN AND SUPPORT

Supporting both the Ministry's policy development system and its delivery system is the design and support function. In the most narrow interpretation possible, the section of the Ministry responsible for this function has the mandate to translate policy into effective programs. It is here that the legislation and regulations are drafted, as are the program standards, evaluation and information systems and performance guidelines. In our proposal, this section of the Ministry will not be solely confined to the above mandate but will also be involved to some extent in the two output systems, policy and delivery, as will be detailed below.

Intelligent, effective program design is impossible without taking into account the financial and administrative aspects of programming. Hence we suggest that the requisite legal, financial and administrative capabilities be an integral part of the section. In effect we are suggesting that the organization structure foster the simultaneous and integral development of the financial and administrative support, guidelines and controls with the program design. It is our intent to provide a framework within which a climate of teamwork and cooperation can flourish, and where all Ministry work can be seen, understood and felt to be directed towards a common goal.

Although the work done in the discharge of this function will typically be the result of the cooperative efforts of many people from all parts of the Ministry and outside, the staff of the design and support section will include many of the highly specialized, technically competent personnel of the Ministry. As a result, they will be drawn on heavily to participate in the policy analysis and development function. Indeed, we anticipate that they will provide a large proportion of the resources used in the policy area. Accordingly, it is important that the design

and support section be organized and oriented in such a way as to expedite the playing of different roles by its staff at different times. There must be a clear understanding on the part of staff of the different nature of the different tasks in which they are involved. There must be a deep sense of the commonality of the ends towards which the different parts and varied skills of the system strive.

The crucial importance of the flexibility and necessary role differentiation is underscored by the additional responsibility that some staff in the design and support area will have for program delivery. It is our intention that the great bulk of the delivery system will be found in the regional and district offices. Some of the programs that for reasons given above cannot prudently be decentralized will be run from the office of the chief of program delivery. There remain, however, a number of operational responsibilities that fall to the design and support section to run. There will be those aspects of programs that are province-wide in impact, require a high degree of technical competence and do not require a significant knowledge of the peculiar local circumstances of, or contact with various parts of the province. Examples of this type of activity include dealing with umbrella organizations such as the sports governing bodies and the Ontario Association of Children's Aid Societies, sponsoring and organizing such events as the Heritage Ontario conference, and operating such things as a province-wide pre-retirement program. There are bound to be a number of areas where the placement of responsibility for program operation is in question. In our view, the Ministry should allocate these to the delivery system (and to the field if possible) unless there are compelling reasons to assign responsibility to the design and support section.

We hope that the foregoing will illustrate the degree of flexibility and openness we see as essential for

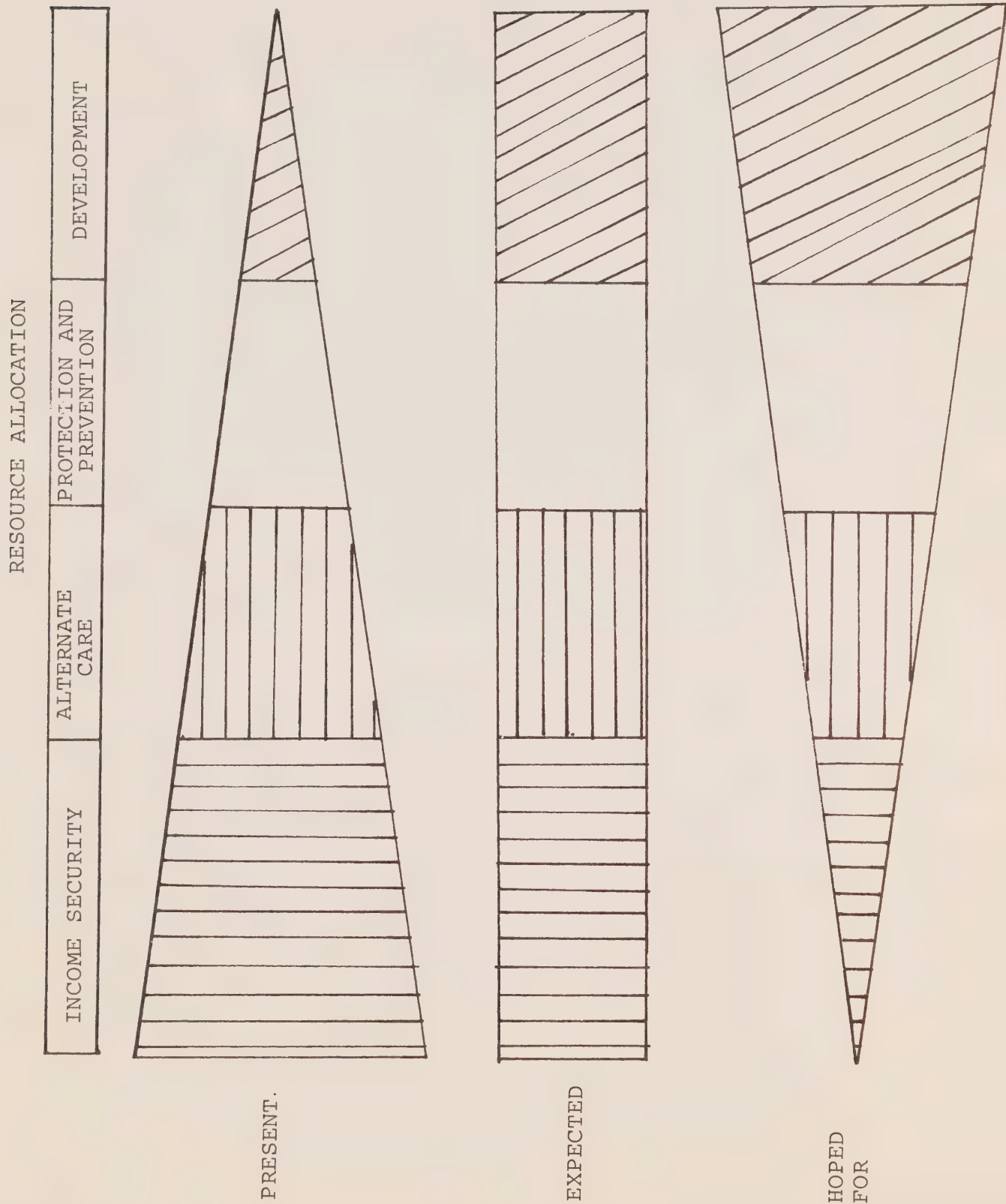
the Ministry in the future. While each unit will have a prime responsibility for a particular function, there will be an opportunity and responsibility to participate in a meaningful manner in the other functions of the Ministry. Similarly, in the discharge of its responsibilities, each unit will draw upon the resources available in other parts of the Ministry and beyond. Carefully and wisely managed, this flexibility should overcome the effects of isolation, undue specialization and career blockages to which the present organization is prone.

The design and support area will be staffed by a small number of very highly trained, technically expert, experienced people. They will form a pool of information and wisdom that can be drawn upon by the field staff where necessary. Since the design and support people will have been involved in the design of programs, they will be in a position to provide expert interpretation of regulations and guidelines and to suggest alternative solutions to problems. Care must be taken at all times to ensure that this relationship of consultation and advice to the delivery staff in the field does not become distorted into line authority for decisions. Similarly their requirements for assessing program effectiveness must not be corrupted into control.

We visualize two main groupings in the design and support area. One, as mentioned above, is the management design and support group. The importance of good financial and administrative systems cannot be overemphasized. It will be advantageous, therefore, to ensure that the people responsible for designing and assessing the effectiveness of these systems are identified with and located close to the people who are responsible for the design of the actual programs. Program design is the other main grouping of the design and support area of the Ministry.

Program Design

Our choice of an organization for the program design function may be explained by the following diagram, which illustrates our perception of the current and future program orientation of the Ministry.



Currently the bulk of the financial and manpower resources is devoted to the maintenance of those who cannot cope without support. Preventive and developmental programs command a small portion of the Ministry's effort. If a serious attempt is made to attain the goal and objectives that we have suggested for the Ministry, a dramatic shift in emphasis will be required. We do not hereby suggest that the maintenance (income security and alternative care) functions will disappear or assume a trivial significance. We do suggest, however, that the Ministry will in future be greatly more concerned with programs that have the effect of minimizing unnecessary dependence. To accomplish this, a greater range of more farsighted options will have to be developed and implemented. It is this orientation that underlies the organizational arrangements we suggest for the program design section.

We recommend the division of the program design group into four: income security; alternative care; social resources for protection and prevention; and social resources for development. None of these units will have completely discrete terms of reference in regard to programs. A considerable degree of interdependence exists and should be acknowledged in the work of these units. For instance, a children's day care program may be developmental for a child and preventive for its parent if without it he or she would not be free to work. We expect that the development or modification of the design of the great majority of programs will be undertaken by a team comprised of personnel from more than one unit of the program design group, as well as from the management design group. In addition, there will certainly be people from other parts of the Ministry also involved, including people from the field organization. Such a collegial approach to program design should help avoid the tendencies for narrowly defined, single-purpose programs, and help promote the development of that spectrum of services and resources that is vital.

Income Security

Undoubtedly the subject of income security will be a major concern of the Ministry for some time in the future. An income security unit in the program design group will direct its attention to the income support programs of the Ministry (F.B.A., G.W.A., Vocational Rehabilitation), those of other Ministries and governments (Workmen's Compensation, O.A.S., C.P.P., etc.) and income-affecting aspects of other programs (homemakers, day care, etc.). In addition to these considerations of support, the unit must have a mandate to consider the impact and relationship of these to employment. Following the division of effort agreed upon in structuring the federal-provincial review of the subject of income security, we suggest that a similar division is appropriate for the Ministry.

The first sub-unit, concerned with guaranteed income support, will focus on ways to provide income with dignity and equity to those persons outside the labour force. It will be responsible for determining the "basic level" and designing means of assuring it that are consonant with the Ministry goal and appropriately linked with other assistance programs, the tax system and employment.

The second sub-unit will concentrate on the employment linkages to the income support system and to the programs of support that help people achieve independence, such as training, rehabilitation, day care and so on. This sub-unit will also be interested in the policies of other Ministries and governments that have an impact in this area. Another area for which this sub-group will be responsible is innovative alternatives to traditional employment.

Neither of the sub-groups could work in isolation, but we think that the importance of the areas of responsibility assigned to each is such as to warrant specific attention from a separate team.

Alternative Care

In our report on the Ministry role and capabilities, we discussed the importance of the provision of alternative care for people with a degree of dependence who cannot thrive in their present environment. The provision of residential accommodation in consort with appropriate services is an important responsibility of the Ministry. We mention in our previous report the importance of the provision of a spectrum of these facilities to accommodate the many and varying needs of individuals and to ensure that the degree of institutionalization and the cost are no more than warranted. •

A unit within the program design group should be made responsible for leading the Ministry's thrust in the field of alternative care. We suggest that the whole range of care, from foster care through group homes to institutions, be assigned to this unit for coordination and development. It will be imperative that this unit work in conjunction with the others in the program design group as well as with their counterparts in other ministries. Much of the effectiveness of the alternative care system is dependent upon the financial arrangements, making close cooperation with the management design and support group essential for the successful performance of the unit.

Social Resources for Prevention and Protection

The provision of a range of services to help people cope in the face of difficult circumstances is an important Ministry function. We expect that by putting the prime responsibility for protective and preventive services both in one unit there will be no way of escaping

a careful examination of the interdependence and trade-offs between the two. To the extent that preventive programs are successful, the protective ones will be unnecessary. Supportive services may prevent the deterioration of an individual or family and make more drastic (and expensive) measures unnecessary. Indeed, an ounce of prevention is worth a pound of care.

Accordingly, we suggest that a unit be established to develop the spectrum of services that is required in this field. The variety of services is wide, including such examples as individual, group and family counselling, child welfare, trusteeship, homemakers, and so forth. It is obvious that this unit will be working in very close conjunction with the others in the program design group and will rely on a considerable amount of assistance from all elements in the delivery system to help formulate its programs. Close involvement of the field is essential if the programs are to have the flexibility, range, currency and relevancy required.

Social Resources for Development

People who are involved with their fellows in joint undertakings, who make creative and enjoyable use of their leisure, who identify strongly with a group or community that supports and enriches their values, understanding and heritage, and who see prospects for the continuing enrichment of life, are probably less likely than others to find themselves in need of supportive and custodial services. A separate unit should be created to develop those programs that contribute to the Ministry goal through developmental services and facilities. The unit will shoulder the primary responsibility for programs

for special cultural groups, for leisure activities, and for volunteerism. The unit should also be heavily involved in the development of the Ministry's capability to respond to its local social planning responsibilities. In all its work, this unit will, like the others, have to form close and effective relationships with other parts of the Ministry and its agencies and with other parts of this and other governments.

The scope and complexity of the responsibilities of this unit may justify some division of effort. In our view, there is merit in considering establishing a separate sub-unit to concentrate attention on the leisure and recreation aspects of these responsibilities. We think such a measure justified by the sheer magnitude and importance of the work that must be done in this field in at least the immediate and medium-term future.

Management Design and Support

To the extent possible, the financial, personnel and other administrative functions should be located in and responsible to the field offices. Thus the regional offices will have to be capable of providing their own support services to a very large degree. It follows that there will be a very marked diminution of the operations work of these support services in head office. Some functions will not be amenable to decentralization because of central agency requirements, economy or their nature. Such functions as gathering and collating Ministry-wide data, dealing with central agencies, submitting claims to the Federal government, preparing consolidated reports, and so forth, will remain centralized to a large extent. In addition, support must

be given to the staff of head office who, for these purposes, might be considered as another regional office. Nonetheless, we anticipate that the role of the financial, administrative and personnel staff at head office will be predominantly of a design nature. Accordingly we suggest that these functions become a part of the design and support section of the Ministry to ensure their close relationship to the program design group. We call this the management design and support group.

The continuing, on-going, operational responsibilities to support the head office staff could, in our view, be located in one of several places without great import hanging on the choice. We suggest that because a considerable amount of expertise will be required in the design function, the support to head office and on-going, Ministry-wide functions also be assumed by this group.

We propose four units to comprise the management design and support group. A financial management unit will be responsible for the functions of accounting, budgeting, management information systems, and systems, financial and management consulting. An administrative management unit will be responsible for services and developing standards in regard to office management, supplies, purchasing and accommodation. A manpower unit will be the central personnel office of the Ministry, with responsibility for setting guidelines and procedures, for the residual centralized personnel functions, for coordinating and supporting the training and development program of the Ministry and for doing the long-term manpower planning both for the Ministry and for the entire community and social services system. A communications and information unit will be responsible for the central communications program of the Ministry and for developing ways of promoting public awareness and understanding of the Ministry's goal, role and programs.

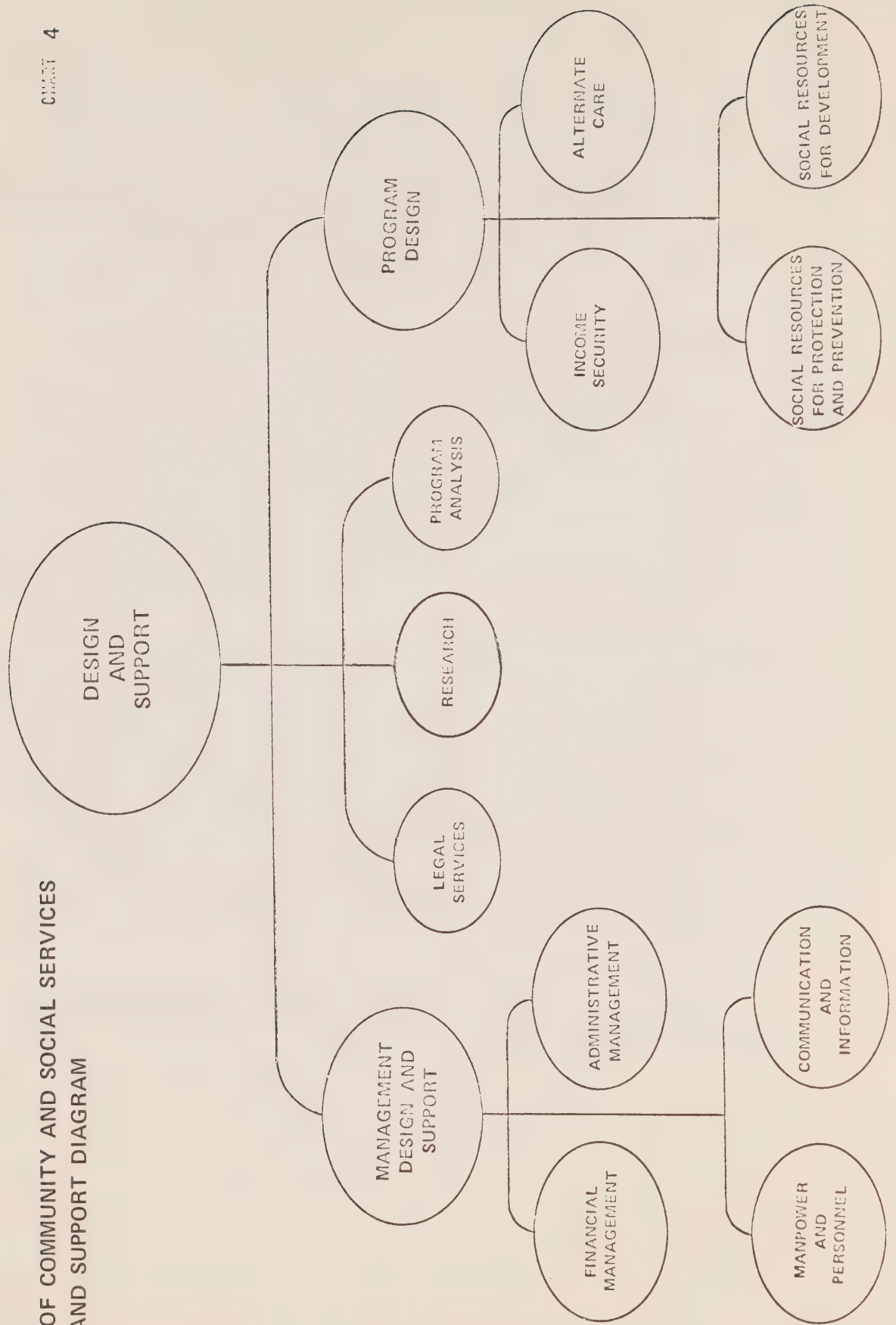
Specialized Support Units

In addition to the two main groupings - program design, and management design and support - we propose three specialized units be located in the design and support section. The first is legal services, a specialization that must be available to those involved in program design, but which may best be kept as a separate specialty unit. It will continue to provide advice and support to the delivery system as required. The second unit is research. Although there will be a substantial program research capability in other units of this general section of the Ministry, there remains a need for a specialized unit to provide certain overall research studies and material, to house the scarce technical capabilities that cannot be reproduced for each design unit and to look after that area of research that lies between the "pure" research done in institutes and universities and the operationally oriented work of the design units. Undoubtedly this unit will provide essential support to the Ministry's policy development function. Finally, we suggest a program analysis unit, which will supply and apply expertise in the fields of cost/benefit analysis, evaluation criteria and measures of both efficiency and effectiveness. We anticipate that it will be this unit that will assess new programs and program modifications for their impact on multi-year plans.

Chart #4 depicts the organization we recommend for the planning and support function.

MINISTRY OF COMMUNITY AND SOCIAL SERVICES
DESIGN AND SUPPORT DIAGRAM

CHART 4



PROPOSED ORGANIZATION FOR POLICY DEVELOPMENT

In the report on Ministry role and capabilities we discuss at length the importance and breadth of the Ministry's responsibilities in the policy area. We point out the necessity for the Ministry to be aware of proposals and developments in other organizations, to be able to analyse these matters in terms of their impact on the goal and objectives, and to be able to influence others to harmonize their efforts with the goal. There is a corresponding responsibility for the Ministry to ensure that its own activities are as contributive as possible to the goals of other Ministries of the Ontario government.

Even within the areas for which the Ministry is solely responsible, the need for a stronger policy analysis and development capability is required. In the past the Ministry has had a number of separate policy planning systems. This has made it difficult for policy to be developed in an integrated, corporate manner. In addition, the Ministry has heretofore lacked an organizational focus for policy development, a deficiency that, if not corrected, effectively prevents the Ministry from fulfilling the broad responsibilities we think it should assume.

We recommend the establishment of a formal policy development committee to be responsible for determining Ministry policy in all those areas where a policy stance is called for by the Ministry role. The committee, chaired formally by the Minister, should have as members the deputy minister, the chief of planning and support and the chief of program delivery, along with other staff as may be appropriate. In our view, the committee would benefit from having as full members some individuals from outside the Ministry. We suggest that from two to four people, chosen because of their responsibilities and their personal capabilities, might be coopted. They need not all be drawn

from the policy field, nor for that matter from the Ontario government. It would probably be wise to make the invitations for a specified period of time to provide an opportunity for the infusion of new perspectives and ideas.

The policy development committee will have a number of specific responsibilities. It will identify the issues and areas on which the Ministry must take a position, and decide in broad terms how the policy is to be developed and propagated. The analysis and development work will characteristically be done by ad hoc advisory groups, committees and task forces. It will establish the Ministry's objectives and priorities and provide a vehicle for the periodic review of all Ministry policies.

It would probably be naive to assume that the committee described above will be able to deal with all policy issues faced by the Ministry. Emergency and minor issues will inevitably have to be dealt with by more informal means. The committee itself should not meet on any more frequent basis than monthly, and only when adequate preparation has been completed to expedite their deliberations.

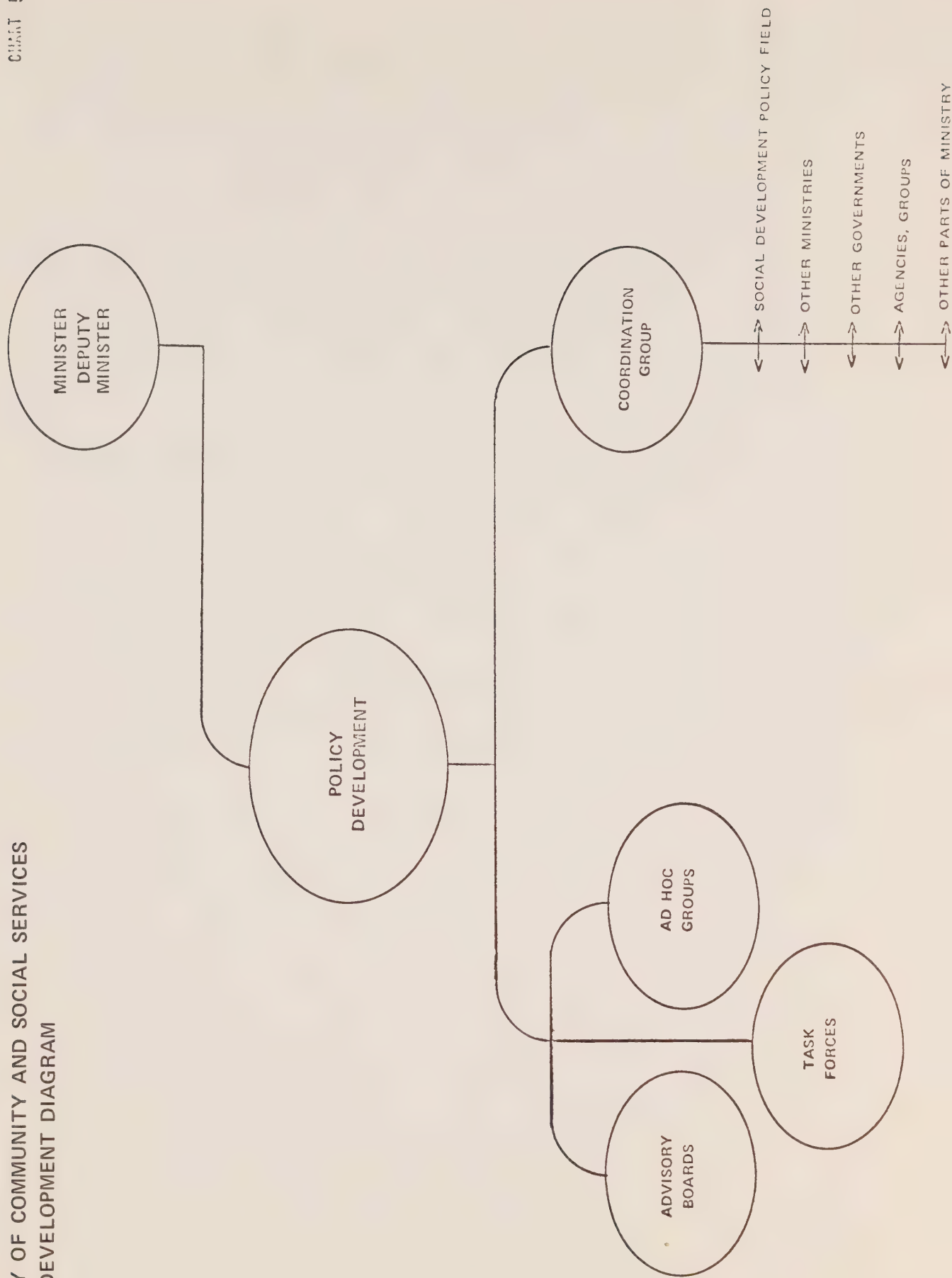
The key to the effective working of the suggested committee and of the entire Ministry's policy development role is the establishment of a small, full-time, policy coordinating group reporting to the deputy minister. The group of three to five senior officials must be chosen with great care for their knowledge of government, understanding of a broad range of issues, personal manner, ability to make contacts in and outside government, analytical ability and natural curiosity. It is their responsibility to perform the information gathering function mentioned in an earlier section of this report. (They will also have to share information on Ministry positions and concerns with others.) They will act as the secretariat for the policy development committee and will often be asked by that committee to

organize and oversee specific policy analysis and development projects. While they will manage policy projects, they will draw on resources from other parts of the Ministry and from outside. To ensure the involvement of other Ministry staff in policy work, the coordination group should not be allowed to develop more than a bare minimum of its own staff resources. It is our expectation that the use of people whose prime occupation is program delivery, seconded full time for short periods, will help ensure that policy development in the Ministry is firmly rooted in reality.

Chart #5 shows the organizational proposal for policy development and analysis.

MINISTRY OF COMMUNITY AND SOCIAL SERVICES
POLICY DEVELOPMENT DIAGRAM

CHART 5



INTERNAL AUDIT

The change of the Provincial Auditor's function to one of post audit has made it imperative that the Ministry have sound internal financial control procedures and good managerial and administrative practices. The change has had the effect of increasing the responsibility of the Deputy Minister for the soundness of the operation of the Ministry. In our view, the Deputy should be able to assure himself of this soundness through an audit that is entirely separate from the organization and operations on which it is reporting, and that reports directly to him. Reporting to the deputy by the audit should be on an exception basis, so that reports would include only major weaknesses or errors as they are identified, and weaknesses and errors of lesser significance where corrective action has not been taken after a reasonable lapse of time.

Parallel to the financial audit should be an operational review or management audit. This unit would direct its attention mainly to efficiency review having regard to the standards developed in the design area. We should emphasize that the establishment of this unit does not relieve operating managers of the responsibility to monitor efficiency, nor program designers of the need to incorporate monitoring and assessing systems in the development of programs. The operational review will administer a test of these. Similarly, while effectiveness criteria should be incorporated into the design of programs and supported by the related information systems, a certain testing in this respect is a valid function of the operational review. Managers cannot abdicate responsibility in these areas but should look to the operations review unit as a resource to assist them in carrying out their own monitoring and design responsibilities.

The internal audit unit must not be involved in the design of corrective action and implementation resulting

from its recommendations, as it must always maintain its independence.

COMMITTEES AND ADVISORY GROUPS

We have already described the policy development committee proposed for the Ministry. Certain other standing committees will be useful.

One committee that we see as vital is the Ministry operations committee, the senior group for decision making and problem resolution. We think it should be chaired by the Deputy Minister and include the senior officials in the policy coordination group, the chief of planning and support, the chief of program delivery, and such other officials as may be appropriate. Its membership could be expanded for any specific issue and its meetings should be attended, when appropriate, by one or more regional directors. The committee will handle any questions concerning Ministry operations and will deal with those policy issues that are of a minor or emergency nature or that for some other reasons might not be appropriately dealt with by the policy development committee. Care will have to be taken to prevent it from becoming a screen or a substitute for the policy development committee.

Another committee that we suggest is a regional directors committee comprised of each regional director and chaired by the chief of program delivery. This committee will oversee the development of the delivery system and plan the implementation of the Ministry's programs. It will advise the chief of program delivery in his budgetting and personnel allocation responsibilities, and be a vehicle for raising any one of the many issues that are bound to arise in a decentralized system.

There is likely to be a number of other committees operating within the Ministry. Indeed much of the policy and program design work will be conducted by temporary ad hoc groups of individuals drawn from various parts of the system. We expect that the need for relatively permanent committees should be less than in the present system,

though some will undoubtedly be identified as implementation progresses. Under the system we propose, there will be quite enough to do without burdening staff with unnecessary committee meetings - they should be kept to a minimum.

There are at present several advisory committees to the Ministry. A few meet periodically, others seem dormant. Certainly the formation of advisory committees can be a vehicle for gaining advice, suggestions and feedback from people who are interested or expert in a subject area and who operate outside the Ministry itself. Occasionally there may be a symbolic or political advantage to be gained from the establishment of such groups.

Experience in Ontario and elsewhere suggests that advisory groups tend to be most effective when they are comprised of expert, interested people and given relatively narrow, specifically defined terms of reference to deal with concrete issues. In a number of instances advisory bodies are continued beyond their genuine usefulness.

It is our expectation that most of the advantages derived from advisory bodies will be gained through the implementation of the system we have outlined for policy development and program design. Our proposal contemplates frequent and significant involvement of outsiders in the policy and planning work of the Ministry, and to the extent that this occurs the need for advisory groups will be diminished. If a "sounding board" is required, a group could easily be put together on an ad hoc basis. We think that much greater use should be made of assistance from people outside the Ministry, but seriously question whether this can be most effectively accomplished through the establishment of permanent advisory bodies.

CONCLUSION

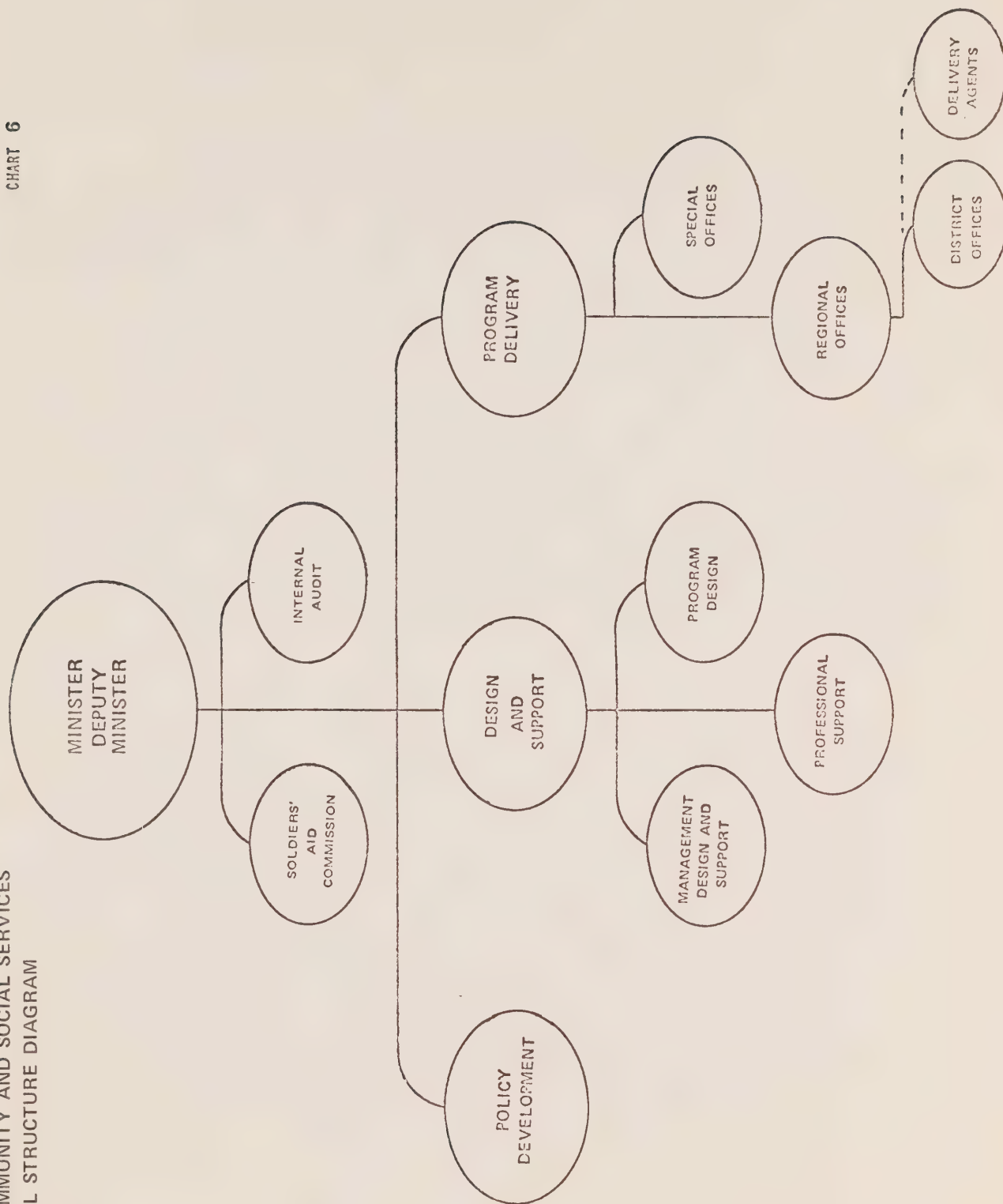
This report recommends an organization structure and a style of management that we think is consistent with and will be contributive to the Ministry goal and objectives. The proposed design is intended to incorporate those characteristics that are essential if the Ministry is to be effective in the role we suggest for it. While many of the details have been left to those who will be responsible for implementing the reorganization, we are confident that the principles are sound. Chart #6 outlines the proposed overall organization.

The discussion in the report does not speak to either the Soldiers' Aid Commission or the Board of Review. We have no criticisms or suggestions to offer on the current reporting relationships of those two bodies, and we accordingly suggest that no change be made in regard to them.

For the system we have outlined to work, there must be a pervading style and attitude in the Ministry of openness, trust and commitment to common objectives. It is doomed to failure if individuals are incapable of being flexible in their roles or of understanding issues and influences beyond their specialities. Similarly the adoption of the principles of the territorial imperative will undermine any chance of the Ministry making a positive contribution to the attainment of its goal and objectives. Such attitudes must not be allowed to jeopardize the seizing of the opportunity now facing Community and Social Services.

MINISTRY OF COMMUNITY AND SOCIAL SERVICES
ORGANIZATIONAL STRUCTURE DIAGRAM

CHART 6



A P P E N D I C E S

APPENDIX #1

DISTRICT OFFICE: GENERAL DESCRIPTION

General Terms of Reference

Delivery of "direct" Ministry services:

- initial eligibility data collection for Family Benefits and Legal Aid;
- case management and general service for F.B.A. clientele (i.e. changes in status following eligibility determination and advice, referral, counselling, trusteeship);
- general welfare assistance services in unorganized territory;
- rehabilitation services (assessment, counselling, vocational planning, placement, restoration services, referral);
- community service development and liaison (meals on wheels, homemakers service, nurses service, information services, family service, debt counselling, self-help, etc.);
- developmental programs such as recreation, cultural programs, leisure programs, and special projects, etc.;
- services to Indian Communities.

Organizing and administering the services in appropriate combinations in an effort to meet the Ministry goal and objectives:

- flexibility in organization and deployment of staff;
- planning with other systems as to the most advantageous use of resources;
- integration of function where possible;
- differential use of staff;
- establishing objectives for the total district office;
- working in joint enterprises with other districts within the region and the office of the regional director.

The Management of Ministry resources in a responsible manner:

- management of physical property;
- management of some finances;
- knowledge and awareness of directives, guidelines and policies;
- selection, supervision and training of personnel in cooperation with the regional office.

The responsibility for contributing to the development of local and regional social planning:

- availability for and participation in local social planning;
- contributions of information and proposals for planning to regional director;
- developing mechanisms in the district to identify unmet and emerging needs.

General Capabilities Required:

- generalist management and administration skills;
- particular service skills and knowledge (e.g. clerical, record keeping, social work, community development, recreation, community resources, eligibility data collection);
- ability to diagnose district problem situations and develop responses;
- ability to anticipate district problems and develop solutions using combinations of direct Ministry programs, indirect Ministry services and services of other systems;
- ability to assist in the development of district evaluation programs and utilize the feedback from same;
- ability to respond to feedback from other levels of the Ministry by taking corrective action;

- ability to contribute to planning for community recreation centres and services;
- ability to recommend allocations for non-recurring grants to organizations;
- ability to assist in the development of community services and work on their behalf in obtaining government recognition.

Basic Job Description

District Manager

Role and Responsibilities:

- reports to regional director;
- manages the direct programs of the Ministry in a given geographic area;
- implements a broad approach to community and social services ranging from income security through development;
- able to plan and implement alternate modes of service delivery;
- works with a wide variety of agencies in his district;
- functions as a member of the management and planning group in his particular region;
- takes responsibility for the supervision of the staff in his district;
- contributes to policy development on a continuous basis through the regional management and planning group, and as called upon for special committees and assignments;
- sets operating and service objectives with district staff;
- contributes to local social planning.

APPENDIX #2

REGIONAL OFFICE: GENERAL DESCRIPTION

Regional offices are involved in the management and coordination of the services delivered directly by Ministry staff and those services delivered by agents of the Ministry, the combined effect of both contributing to the Ministry goal and objectives. The Regional Director, as senior Ministry representative in a large region of the Province, is responsible for ensuring the continuity of the regional Ministry program in harmony with the programs of other systems, public and private, that play a part in attaining the Ministry goal.

General Terms of Reference

The regional office exists as the responsibility centre for Ministry program delivery in a region:

- all district managers in a given region report to the regional director;
- all Ministry related agencies deal with the regional office in regard to inspection, advice, supervision, resource allocation and direction in the same way that they now deal with Branches at Queen's Park;
- program, finance and administration specialists provide consultative services to agencies and district offices such as advice on operations, operating standards, social work practices, professional guidance, assessment of applicants for licences, inspection, etc.

The regional office is responsible for management of resources towards meeting the goal and objectives of the Ministry:

- through regional social planning in conjunction with district managers and agencies;

- establishing regional goals and objectives;
- evaluation of district office and related agency operations;
- introduction of policy and procedural directives.

Involvement with other public and private organizations such as Health, Corrections, Education, Ontario Housing Corporation, Municipalities and Social Planning Councils:

- to share resources;
- to contribute to social planning;
- to encourage interaction at the field staff level;
- to develop innovative methods of delivering services.

Financial management similar to the level of present Ministry program branches:

- financial management services to related organizations and institutions by advising on operations and reviewing annual estimates and capital grant expenditures;
- ensuring that such estimates are accurate and complete within the requirements of legislation, policy and procedures;
- ensuring that controls over all regional expenditures are effective and efficient;
- preparing requisitions for payment of monthly subsidies;
- preparing and analyzing financial statements;
- forecasting, applying financial procedures;
- examining monthly claims and statistics;
- regional budget preparation and multi-year planning.

Management, in a given region, of all Ministry financial, physical and human resources in accordance with appropriate procedures, guidelines and legislation.

General Capabilities Required:

- generalist management and administration skills (emphasizing problem solving and conflict resolution;
- ability to understand and interpret implications of Ministry goal and objectives;
- ability to promote and encourage innovation in program delivery;
- staff capabilities in day care, institutions, child welfare, income security, recreation, leisure and cultural programs, developmental services, research, statistics, information, personnel and training, finance and administration;
- ability to facilitate and encourage an integrated approach to planning and delivery of all Ministry programs;
- ability to recruit, select, train and deploy staff as required throughout the region;
- ability to communicate information on Ministry goal, objectives, role and programs to citizens and organizations in the region;
- ability to establish and evaluate demonstration projects;
- ability to evaluate district office operations;
- ability to utilize feedback from evaluations by initiating corrective action;
- ability to maintain continuous significant feedback to the chief of program delivery and other regional directors;
- ability to contribute to policy development and program design;
- ability to contribute to Ministry program delivery planning for the total province;
- ability to liaise and communicate openly with other systems;
- ability to respond quickly and appropriately to crisis situations in regard to district office and agency operations;
- ability to work closely with specialists from the design and support group in planning and problem solving matters;

- ability to facilitate regional social planning and foster the implementation thereof.

Basic Job Description

Regional Director

Role and Responsibilities:

- reports to chief of program delivery;
- integrator, arbitrator, catalyst, directs and coordinates district managers;
- member of regional directors' committee (regional directors and chief of program delivery);
- accountable for overall delivery of Ministry program in a given region;
- authority for deployment of staff in direct service delivery;
- statutory responsibilities for decentralized programs;
- responsible for enforcing the various Acts of the Ministry;
- deals with agencies (e.g. Children's Aid Societies, institutions and municipalities) to advise, supervise and inspect;
- establishes and maintains relationships with regional officials of other systems (Health, Corrections, Education, federal government);
- senior Ministry representative in the region.

APPENDIX # 3

CHIEF OF PROGRAM DELIVERY

Ministry Program Delivery Responsibility Centre:

GENERAL DESCRIPTION

The chief of program delivery is the senior representative of the Ministry program delivery component. The chief is responsible for putting into operation almost all programs that are expressions of Ministry policy. Program delivery activities report through regional directors to the chief of program delivery.

General Terms of Reference

Office of chief of program delivery is the overall responsibility centre for Ministry program delivery in the province:

- all regional directors report to chief of program delivery;
- special operations offices are part of this office and operate under the delegated authority of the chief of program delivery.

The direct supervisor of regional directors is the chief of program delivery who works on behalf of the regions to ensure that they have:

- adequate resources to meet program requirements;
- sufficient authority to perform assigned duties;
- satisfactorily met policy and legislative requirements;
- adequate information on new developments and trends;
- a voice in policy development and program and management design;
- clear guidelines to assist in the development and implementation of regional plans;

APPENDIX #3

- advice, guidance, support and direction on critical program delivery matters.

Responsible for putting into operation the programs designed by the program design section and meeting the requirements of the management design section:

- overseeing implementation in the regions;
- establishing management and program objectives for the total Ministry program delivery system;
- establishing performance baselines and indicators with regional directors;
- contributing to the design of and standard setting for programs on a continuous basis.

Responsible for coordinating proposals for resource allocation, changes in methods of field delivery, resource deployment on a province-wide basis:

- coordinating the regional directors' plans;
- putting into operation a system for the preparation of estimates for the seven regions;
- multi-year planning in conjunction with regional directors and Ministry operations committee;
- keeping regional directors informed as to matters of significance.

Day to day management of "Special Offices" including Income Security and the Office on Adoptions.

- objective setting and evaluation;
- all phases of financial management;
- identification of unmet need and developing responses;
- managing income security eligibility determination and calculation;
- coordination of adoption matters, data collection on crown wards, adoption information to Children's Aid

APPENDIX #3

Societies and coordination of interprovincial and international adoption matters affecting Ontario;

- special offices report to the chief of program delivery on an infrequent or exception basis.

Involvement with other systems at provincial level (i.e. Health, Corrections, Colleges and Universities, etc.) as to:

- joint planning;
- sharing resources;
- encouraging and facilitating cooperation and unity of purpose at the regional level;
- influencing and being influenced in program delivery matters.

Involvement in Ministry planning activities:

- policy development;
- program and management design;
- ministry operations committee.

General Capabilities Required:

- generalist management and administration skills;
- special office capabilities such as income security operations expertise, adoptions expertise;
- political sensitivity;
- ability to advise, supervise and lead regional directors;
- ability to provide leadership through arbitration, allowing freedom and establishing broad boundaries;
- technical support capabilities such as architectural, furnishings and equipment;
- access to expertise in all program management design and professional areas;

APPENDIX #3

- ability to understand and employ suitable systems for data collection and dissemination that will facilitate the sharing of information, experience and special expertise;
- current management skills and techniques in regard to decision making and organizational development;
- ability to diagnose and recommend corrective action where appropriate;
- ability to keep the Deputy Minister informed in regard to significant matters in the program delivery section;
- ability to participate in and contribute to policy development and planning and support deliberations;
- ability to understand regional problems and provide supportive counsel;
- ability to intervene if required with all Ministry units and central agencies in support of regional operations.

Basic Job Description

Chief of Program Delivery

Role and Responsibilities:

- reports to Deputy Minister;
- member of the Ministry operations committee;
- chairman of regional directors committee;
- member of policy development committee;
- accountable for decentralized programs and programs of special offices;
- link between regions and policy development and design and support sections;
- responsible for operation of special offices;
- direct supervisor of regional directors;

APPENDIX #3

- arbitrates between regions in regard to boundary issues and resource sharing;
- seen as equidistant from regions and head office and is able to state the case of either.

APPENDIX #4

DESIGN AND SUPPORT GROUP: GENERAL DESCRIPTION

This group is the key link between the broad expression of policy and the delivery of services to people.

General Terms of Reference

- develops practical, operable translations of broad policy into the appropriate form, i.e. regulations, directives, guidelines;
- ensures such meet the requirements of central agencies;
- designs necessary systems to support programs and to allow for monitoring and control;
- acts as a central depository/registry for central agency directives and disseminates same to appropriate ministerial responsibility centres (after effecting such modifications as may be appropriate to tailor these to ministry needs and conditions);
- develops administrative and financial systems and issues the necessary directives, guidelines, etc.;
- prepares some submissions to Management Board;
- acts as a consultant to operating units in respect of interpretation of policy and of range of possible alternatives;
- designs evaluative criteria and mechanisms and incorporates feedback into program operational reporting;
- develops social indicators and applications thereof;
- provides research and technical support to policy development committee;
- gathers and provides data for policy development committee;
- develops and sets standards;
- liaises with provincial umbrella organizations where appropriate (i.e. within expressed policy) and where

APPENDIX #4

- requested by the Deputy Minister;
- provides technical consultation to social development policy field and for other Ministries as requested.

MANAGEMENT DESIGN AND SUPPORT GROUP

This group includes financial management, administrative management, manpower, personnel and training and communications and information. Within these, certain sub-units are identified together with their general terms of reference. These include a number of functions ranging from design, head office support and coordinative effort, to services ideally rendered at the regional or district offices in direct support of their program responsibilities. The extent of delegation and decentralization is dependent on the maturity of the organization and recognition of certain principles to which reference has been made in our report.

Financial Management

The provision of financial managerial support including accounting services, budgetting, management information systems, and systems, management and financial consulting.

General Terms of Reference

Accounting

- liaison with Management Board, Ministry of Treasury, Economics and Intergovernmental Affairs, Ministry of Government Services, Provincial Auditor re standards, etc.;

APPENDIX #4

- development of accounting systems in conjunction with related management information systems;
- preparation of procedural manuals for accounting systems;
- coordination and general supervision of accounting services;
- preparation of claims for Federal cost-sharing;
- preparation of Ministerial financial reports;
- preparation of Ministerial "public accounts" reports;
- control of accountable advances;
- control of accounts receivable and collection of revenues;
- control of appropriations funding;
- preparation of data for Ministry payroll purposes;
- maintenance of attendance records;
- preparation of suppliers' accounts for payment;
- review and preparation of subsidy requests for payment;
- review and preparation of conditional or non-conditional grants for payment.

General Terms of Reference

Budgetting

- liaison with Management Board, Social Development Policy Field and policy development section as to relevant criteria, guidelines or format and timing;
- preparation of Ministerial guidelines, stating Ministerial requirements and priorities;
- preparation of submissions to Management Board, Policy Field, etc.;
- coordination of the preparation of budgets and forecasts;
- preparation of budgets and forecasts;
- comparison of budgets and operational results.

APPENDIX #4

General Terms of Reference

Management Information Systems

- development of management information systems for computer application for the Ministry, including delivery agencies;
- consultation with Ministry and agency management as to future requirements, new technology, etc.;
- provision of computer science expertise to total design area for model building purposes;
- liaison with Central Agencies and other Ministries as to government standards, time-sharing opportunities, or joint development and use of systems.

General Terms of Reference

Systems, Financial and Management Consulting

- development of necessary systems parallel to or separate from computer oriented systems for Ministry and agencies;
- design of appropriate forms;
- development of methodology to assess work procedures as to productivity improvement;
- consultation with managers and agencies in implementation of accounting and management information systems, other systems and procedures, work procedures review and overcoming weaknesses identified by internal audit or Provincial Auditor.

Administrative Management

The provision of services, supplies and accommodation which support and facilitate operations.

APPENDIX #4

General Terms of Reference

Office Management/Purchasing

- development of sound office practices including records management and forms controls;
- preparation of manuals of office routines, records management and forms controls;
- development of purchasing, printing and reproduction services standards;
- procurement, storage and distribution of supplies;
- arrangements for meetings, conferences and travel;
- procurement and coordination of telephone equipment and use;
- purchase, storage and distribution of goods (in kind transfers) for operating units;
- receipt, distribution and forwarding of mail;
- custody, distribution, control and security of Ministry records;
- provision of clerical services including photocopy, messenger, stenographic.

General Terms of Reference

Accommodation

- liaison with Ministry of Government Services as to standards, etc.;
- development of Ministry criteria and requirements having regard to central agency standards;
- analysis of space requirements, arranging changes, etc.;
- coordination of space and other capital-nature requirements;
- supervision of leasing arrangements;
- arrangements for parking;
- procurement of space and capital items.

APPENDIX #4

Manpower, Personnel and Training

The provision of competent staff to carry out the Ministry's responsibilities including general manpower planning for community and social services.

General Terms of Reference

- liaison with Civil Service Commission, Management Board, Civil Service Association of Ontario, and educational agencies;
- development of staffing standards, classifications, recruitment, employment, transfer, removal, grievance, resignation or retirement, procedures and manuals;
- development and maintenance of human resources information system;
- development and maintenance of employee relations programs;
- development and coordination of training courses, career development models, etc.;
- development and maintenance of complement control systems;
- recruitment and training of staff;
- maintenance of personnel records, processing of transfers, retirements, and resignations;
- administration of employee benefit programs including appropriate pre-retirement planning services;
- development of and assistance in the administration of employee evaluation procedures.

Communications and Information

The promotion of public understanding of the Ministry and its programs.

APPENDIX #4

General Terms of Reference

- liaison with news media;
- development of methods to promote public awareness and understanding of Ministry goal, role and programs;
- preparation of publications, news releases, audio-visual or other appropriate display or exhibit materials;
- procurement and provision of necessary technical expertise and equipment;
- provision of graphic design and measures to ensure appropriate Ministry visual identity;
- consultation in respect of resources and techniques for purposes of conferences, workshops and seminars.

PROFESSIONAL SUPPORT

Legal Services

The provision of legal counsel for all aspects of the Ministry's responsibilities.

General Terms of Reference

- examination of policy proposals as to legal ramifications;
- drafting of legislation and regulations expressing policy intents and program design requirements;
- development of legal criteria for contractual arrangements or other directives or guidelines content;
- review or consultation upon such submissions as requests for Orders In Council;
- reviews contracts, leases, etc.;

APPENDIX #4

- provision of legal consultation for purposes of interpretation;
- act as counsel or provide advice in respect of court matters or other legal proceedings.

Research

The provision of supplementary competent technical, analytical and innovative expertise to both policy development and the balance of the design and support groups.

General Terms of Reference

- gathering statistical data for the use of the policy development group, management at all levels and the design areas;
- acquisition, cataloguing and custody of pertinent volumes, magazines, brochures, background papers and reports;
- liaison with the Ontario Statistical Centre and such other agencies;
- development, in conjunction with others, of models for future planning.
- design and/or contract future-oriented research projects;
- in consort with program analysis, development of social indicators and their application particularly in respect of evaluation measures;
- conduct policy analysis at the request of policy development group;
- draft position papers on various issues to assist the policy development section of the Ministry;
- coordination of the production of statistical reports including data for the annual Ministry report;
- act as a consultant to the operating units in respect of action research or demonstration projects of a small or moderate scale.

Program Analysis

Assist in coordination of financial and other resources through evaluative and related measures and analysis.

General Terms of Reference

- review activity objectives in relation to Ministry goal and objectives;
- development of cost/benefit analytical measures and reports;
- development of evaluation criteria and methods or indices to measure both efficiency and effectiveness;
- assessment of new programs or program modifications for impact in multi-year plans.

PROGRAM DESIGN GROUP

This is the section of design and support where the policy objectives are translated into program options. There are four such areas. Each is responsible for bringing together the requisite knowledge and information for issues assigned to them, having regard to the full range of opportunities as suggested by the objectives of the Ministry.

Income Security Group

This group will focus upon measures to provide necessary assistance, avoid or reduce unnecessary public dependence while achieving as much integration and coordination, both internally and externally, as is possible. Two sub-groups have been identified:

Guaranteed Income Support

The provision of assistance to persons outside the labour force.

General Terms of Reference

- analysis of expressed policy so as to determine priorities (target groups, etc.);
- analysis of expressed policy so as to determine the mixes of components of assistance, the levels thereof and the kinds of delivery systems and the agencies to be employed;
- analysis of expressed policy so as to determine and reconcile as far as possible its impact and relationship to other systems such as minimum wages and taxation;
- development of regulations, directives and guidelines expressing income security policy and its interpretation and indicating eligibility criteria;
- review of developments in related programs such as Workmen's Compensation and of similar programs of other jurisdictions;
- liaison and dialogue with such jurisdictions;
- liaison with other Ministries where jointly involved in program design (e.g. Homes for Special Care, Extended Care);
- liaison with operating units or delivery agencies where necessary to resolve interpretation questions or new problems;
- assisting in the development of measures of effectiveness and efficiency;
- recommending changes and improvements within expressed policy;
- recommending policy changes;
- consulting with other designers in respect of the impact of their efforts, suggesting alternatives or developing joint measures.

APPENDIX #4

Employment

The provision of a full range of services which bridge the gap between non-employment and employment within capacity.

General Terms of Reference

- analysis of expressed policy to identify the range of options and determine priorities;
- liaison with other Ministries and jurisdictions to avoid overlap and duplication, settle degree of ministry involvement, initiate joint planning and encourage equitable treatment;
- determine methods of training, rehabilitation counselling or other service supports;
- determine eligibility criteria;
- identify, assess and work with delivery agencies where appropriate;
- determine subsidies or other contributions including the frequency and appropriate procedures;
- provide technical consultation with operating units and delivery agencies;
- assist in the development of evaluative criteria;
- develop the necessary regulations, directives or guidelines that are appropriate and lend themselves to interpretation of policy;
- identify needs such as prosthetics, transportation, tools or equipment and the best methods of provision thereof;
- identify new employment opportunities and linkages thereto;
- identify and develop new employment opportunities and ways to operationalize these, including, where appropriate and within policy, direct employment;
- identify and develop alternatives to traditional employment and ways to operationalize these.

APPENDIX #4

Alternative Care

General Terms of Reference

- examination of expressed policy so as to determine priorities (target groups, etc.);
- analysis of expressed policy so as to identify the levels of care and delivery systems and agencies to be employed;
- determining the eligibility and admission criteria to be employed;
- analysis of expressed policy so as to determine and reconcile as far as possible the impact of care systems on alternate systems and on parallel programs (e.g. Community residences versus hospital treatment);
- development of standards applicable to levels or ranges of care in respect of buildings and their furnishings and equipment, qualifications of staff and staff ratios, health care and nutrition, program content, maintenance of records, safety, etc.;
- expressing such standards in appropriate regulations, directives and guidelines so as to interpret policy;
- assess delivery agencies' capabilities and establish any necessary criteria;
- liaise with agency or professional Provincial umbrella associations as to policy interpretation as appropriate and where so directed by the Deputy Minister;
- liaise with other Ministries such as Health in respect of related or joint programs and planning;
- consult with regional staff and delivery agencies where interpretation, problem resolution or program design modification is required or desired;
- assisting in the determination of measures of efficiency and effectiveness;
- recommending changes within expressed policy;
- consulting with other designers in respect of the impact of their efforts, suggesting alternates and developing joint responses;

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- determining appropriate levels and methods of subsidy and capital funding as well as requisite procedures including forms and interpretive guidelines.

Social Resources for Protection and Prevention

Protection

This is an area where the Ministry by its mandate has the responsibility to interfere with the lives of some persons where society has judged that they are at risk to a serious degree. Current examples include the authority invested in a Children's Aid Society to remove a child from its home and, of lesser consequence, the authority of the Director of Family Benefits to appoint a trustee of an allowance. To some degree exercise of protection measures is a reflection of the failure of other systems, including the development and prevention measures employed by the Ministry. Because of the severity of invoking protection measures, considerable attention is warranted.

General Terms of Reference

- analysis of expressed policy so as to define the conditions and boundaries of protection measures;
- developing standards and precise legal expressions lending themselves to use under such conditions;
- expressing these in regulations with auxiliary interpretive guidelines as appropriate;
- liaising and consulting with legal authorities and jurisdictions so as to respect and incorporate full measures of protection including civil rights;
- determining the program content including legal procedures and identifying the agencies or others in which authority is invested;

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- acting as a consultant to such authorities or their Provincial umbrella agencies as appropriate and requested by the Deputy Minister;
- liaising and consulting with other jurisdictions and designers so as to develop alternatives or joint measures.

Prevention

The Ministry is obviously concerned that persons have opportunities to air their problems and obtain assistance towards alleviating and overcoming them. There are many degrees of sophistication and specialization ranging from friendly advice, information and referral to intensive group and individual therapy. (Note here that the referral is the preventative activity.) It should be understood that prevention does not include interference or interruption but rather speaks to removal of causes or their influence. Failure in this area may lead to protection, alternative care or income support measures being necessary or more necessary.

General Terms of Reference

- analysis of expressed policy and of the needs of people so as to identify priorities;
- analysis of expressed policy so as to determine delivery agencies and systems to be employed;
- determination of appropriate standards including such as qualifications, staff participant ratios, records, etc.;
- determination of the appropriate methods of funding such as direct employment of counsellors, purchase of service or subsidy;

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- determination of eligibility criteria;
- liaison with related systems and jurisdictions (e.g. Health and Corrections) in respect of their impact, opportunities for joint ventures, staff sharing, etc.;
- liaison and consultation with professional and agency Provincial umbrella associations in respect of policy and program interpretation and modification where appropriate and requested by the Deputy Minister;
- liaising and consulting with other designers as to program impacts, suggestions of alternatives or shared programs.
- assisting in the development of evaluative criteria.

Social Resources for Development

Design responsibilities for programs for special cultural groups, leisure activities and for volunteers are areas of concern for this unit. Of particular importance is this unit's responsibility to develop the Ministry's capability for social planning. Due to the increasing importance of developmental programs, this unit will have a major contribution to make to planning and design projects of the Ministry.

General Terms of Reference

- develop methods that will promote activities towards satisfying the objectives;
- assist the policy development area in the establishing of clear policy statements for cultural, recreational and citizenship initiatives;
- cooperate with other Ontario Government bodies and ministries in avoiding duplication and overlap as well as bridging gaps and seizing on opportunities for joint ventures;

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- liaising with provincial umbrella associations as appropriate and as requested by the Deputy Minister;
- determination of the means of support by way of subsidy, grants, provision of equipment or facility and of the standards and procedures in this respect;
- determine ways to encourage the use of and participation in community facilities and opportunities;
- develop other supportive measures such as workshops, conferences, clinics, exhibits, brochures, pamphlets, manuals, rule books, project specifications, sample statements of objects or organization constitution;
- consultation with and support of Ministry staff engaged in program delivery at the request of the program delivery staff;
- assist in the development of and identification of indicators of adverse conditions at the community level.

APPENDIX #5

POLICY DEVELOPMENT COMMITTEE: GENERAL DESCRIPTION

General Terms of Reference

- identification of issues to be addressed;
- determine appropriate mechanisms for bringing forth data about issues and for developing and analysing issues, e.g.
 - public forum
 - green paper
 - representations for special populations
 - task forces
 - advisory groups
 - conferences
 - inter-ministerial dialogue
 - advertising and communications;
- make judgements as to policy issue for:
 - policy interest of the Ministry
 - policy formulation by the Ministry
 - partnership - responsibility shared with private sector, other governments
 - referral to other areas of Ministry;
- determine action required as in previous point with rationale stated;
- establish priorities for policy development in upcoming year and communicate same to Ministry, policy field, other ministries, the public;
- responsible for seeing that adequate policy analysis is carried out;
- determine priority of issues;
- provide continuous review of the full range of issues related to the Ministry;
- consolidate information and views on internally developed concerns;

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- make recommendations and reports to Minister;
- establish and maintain an image in keeping with Ministry goal and objectives.

APPENDIX #6

POLICY COORDINATING GROUP: GENERAL DESCRIPTION

General Terms of Reference

- serve as secretariat to policy development committee, (leader of group serves as secretary of policy development committee);
- gather and exchange information available about possible policy concerns and interests;
- package data for consideration by policy development committee;
- provide support for ad hoc policy groups;
- be available to policy field and other ministries;
- prepare formal policy statements using appropriate format;
- maintain constant contact with other ministries, jurisdictions and appropriate agencies in private sector;
- inform policy development committee of emerging issues;
- organize and oversee policy analysis and development work required by policy development committee;
- reports to Deputy Minister.

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